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ABSTRACT

The handbook provides a basic guide to the functions of a college governing body, the legal entity for a college in Britain. The governmental and administrative context in which a college operates, the power and duties of the governing body based on British governmental guidelines, its historical role, and issues in governance are discussed. In addition, the roles and responsibilities of various segments of the academic community are outlined as they relate to: finance and expenditures, capital outlay, curriculum development, teaching staff, (pay, conditions of employment, staffing patterns), non-teaching staff, and students (admission, discipline, student unions, and financial aid). A glossary of common terms and acronyms and a brief bibliography are included. (JSE)

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Coombe Lodge Report

Vol 8 No. 11

A handbook for college governors

by Michael Locke

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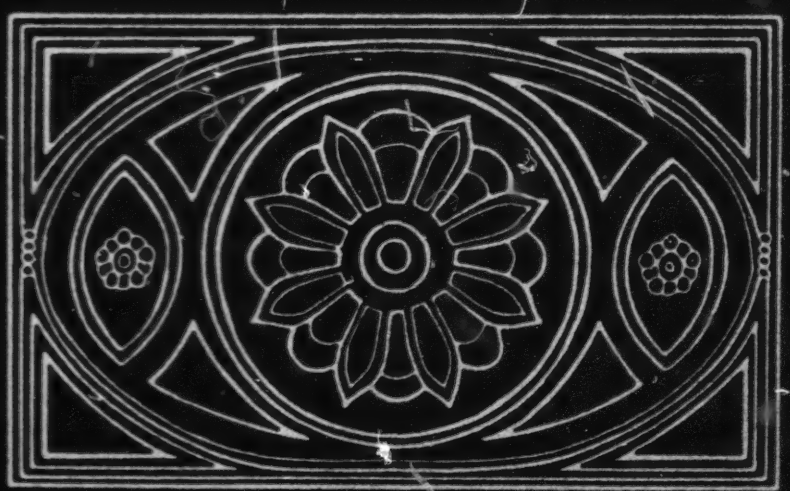

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FOREWORD

This report aims to provide a basic guide to the functions of a college governing body, some understanding of the constraints and opportunities and an introduction to some of the problems surrounding the governing body's exercise of its functions.

Chapter 1 is a brief introduction. Chapter 2 describes the governmental and administrative context in which a college operates. Chapter 3 discusses the powers and duties of governing bodies based on the Government's guidance in Circular 7/70. A fuller understanding of the role of governing bodies is provided by the history in Chapter 4, and then Chapter 5 raises some of the problems and arguments about what a governing body can do.

These chapters are followed by two directory-type sections : 'Who Does What' which takes the various areas of college government and management - Finance, Buildings, Courses, and so forth - and indicates very briefly the bodies mostly responsible for decisions; and 'Who's Who and What's What' which is an ABC to the shorthand phrases, initials and terms which are tossed around in FE.

Notes :

(1) It is of the nature of such a guidebook as this that complex material has been simplified and should therefore be treated with some caution;

(2) Reference should always be made to the college's own instrument and articles of government;

(3) Circulars or administrative memoranda quoted are those of the Department of Education and Science unless otherwise stated;

(4) Those colleges which are established as limited companies, like the Inner London polytechnics, are in some respects covered by different legislation.

Michael Locke.

CHAPTER 1 WHAT IS A GOVERNING BODY?

The governing body of a college is a committee of representatives of the local education authority, of those who work in the college - the principal, teachers (usually), students (often) and non-academic staff (occasionally) - and of industry, commerce and other local and relevant interests. Its members are appointed by the local education authority according to agreed procedures.

The governing body is established by law and has certain powers with regard to the running of the college. These powers are described in its articles of government and have been approved by the Secretary of State for Education and Science. Articles of government vary from college to college but most are broadly similar and follow the guidance given by the Secretary of State. The articles include statements such as

> "The Governors shall be responsible for the general direction of the college"

and more specific statements concerning probably the college's expenditure, the purchase of equipment and supplies, maintenance of buildings, the appointment and dismissal of staff, admission of students, student discipline, arrangements for the letting of rooms, vacation dates and so forth. Articles of government are likely to allow the governing bodies of colleges which do more advanced work to be more independent of the local education authority.

The governing body may perform other functions, ones which are less-defined or perhaps more political in nature. It may be seen as representing the college to the public and the public and the public interest to the college. It may act as a pressure group on behalf of the college or it may act as a restraint upon the college. It may monitor the development of the college. It may act as a "watchdog" or a "fire-brigade" in times of crisis.

In terms of the law, the governing body is the college, and a college only acts through its governing body. A college is not a legal entity; its governing body is.

Governing bodies were established as legal entities with autonomous powers by the Education (No.2) Act 1968. This act required a local education authority to make orders for instruments of government for its further education colleges and colleges of education. The instrument of government states the establishment and composition of the governing body, together with the requirements for its meetings. The act also required an LEA to draw up for its colleges articles of government and to have them approved by the Secretary of State. Articles of government describe the functions of the different bodies concerned in governing the college and the procedures they are to follow. The Secretary of State issued guidance to local education authorities on the instruments and articles of government in Circular 7/70 and, for polytechnics, in Administrative Memorandum 8/67.

A governing body usually meets once or twice a term, though there are likely to be other meetings of sub-committees for appointments, finance or other areas. The procedures for calling the meeting, the quorum etc. are written into the instrument of government.

CHAPTER 2 THE FURTHER EDUCATION SYSTEM

The ways in which governors can exercise their powers and responsibilities depend upon the operation of the further education system. Central government and local authorities have constructed a system of political and administrative constraints, and governing bodies have to work within the law but also within a political and administrative framework.

The local education authority

A college is legally and administratively part of a local rather than a national system of education. Even though a college may perceive its role in national or regional terms - perhaps because its advanced courses attract students from many parts of the country - it is the local education authority which finances it, which bears legal responsibility, which represents it to central government and which carries public accountability for it. The local education authorities in England and Wales are, since 1974, the county councils (except metropolitan), the metropolitan districts, the Outer London boroughs and the Inner London Education Authority.

The basis is the Education Act 1944:

> "Subject as hereinafter provided, it shall be the duty of every local education authority to secure the provision for their area of adequate facilities for further education" (Section 41)

The act defines further education:

> "(a) full-time and part-time education for persons over compulsory school age; and
>
> (b) leisure-time occupation, in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose."

Local education authorities are thus empowered to provide facilities for further education and to give grants to voluntary and other organisations.

The articles of government of a college usually describe the role of the LEA as responsible for 'the general educational character of the college and its place in the local educational system'.

The local education authority has the responsibility to run an education service and to see that courses are supplied in the colleges but it has to do this in the context of controls and influences of central government. The Education Act 1944 speaks of schemes of further education which LEAs prepare and submit to the Secretary of State but these were frequently just a one-off operation and no longer relevant.

The LEA does not, even within its responsibilities, act entirely independently. It has to co-operate with other authorities through the regional advisory council on the fees to be charged and distribution of courses. The cost of advanced work in colleges is shared by all LEAs through the Advanced Further Education Pool.

The local education authority is accountable politically to the local ratepayers for the proper use of its funds. It has also legal responsibilities as the owner of the college premises and the employer of teaching and non-teaching staff.

The legal and financial responsibilities of the local authority are intertwined. Local authorities depend for their powers on acts of parliament, and thus further education is governed by legislation on local government as a whole as well as education specifically. Local authorities can only spend money in ways provided for by acts of parliament. The sanction against ultra vires actions is exercised by the district auditor to whom each local authority must submit its accounts, including those of its colleges. The district auditor has the duty to 'disallow every item of account which is contrary to law' (covering corruption or well-meaning but ultra vires spending).

In some ways it may seem that central government always has control because it is central government which determines the legislation which enables local authorities to act. There is, however, a relatively small amount of legislation as such which concerns further education, and the statutory controls of the DES are limited.

The dominant factor is that the education system is seen as a partnership between central and local government. The education system is usually described as a 'national system locally administered'. Central government, largely as the Department of Education and Science and its Secretary of State, has overall powers, establishes policies and lays down standards but it is the local education authorities which have the powers and duties to provide the education in colleges and schools. The ways in which central and local government share powers means that there are many checks and balances on what each can do. Much effort goes into consultation and reaching a consensus, whether in the relatively limited area of laws and regulations or in the conventions and customs of administration.

The Department of Education and Science

The Education Act 1944 gives the Secretary of State the duty 'to secure the effective execution by local education authorities, under his control and direction, of a national policy for providing a varied and comprehensive educational service in every area'. This may appear to be a strong statement of a dominating responsibility but it does not give the Secretary of State open-ended powers to control and direct local education authorities. His powers are limited to those prescribed in the act, and it is generally reckoned that the ability of the Secretary of State to act unilaterally is very restricted. The act provides for the Secretary of State to prevent a local authority or governing body from exercising their power 'unreasonably' (Section 68) and to intervene in a local administration when a local authority or governing body have failed to discharge a duty at which point the Secretary of State can direct that the duty be enforced (Section 99). It is generally reckoned, however, that these powers could only be used in extraordinary circumstances, so much would they disturb the conventions of the system.

Thus central government and the Department of Education and Science in particular have a limited number of defined controls and other less specific influences which rest partly in the existence of authoritative controls and partly in the acceptance of the DES' role in setting national standards and policies. The legislation is carried in acts of parliament and in statutory instruments, which are made under acts of parliament and describe more detailed points. There are various means of communication for statements of policy and guidance, white papers and circulars, ministerial speeches and personal contacts. Administrative memoranda note administrative details, without having the force of law. Her Majesty's Inspectors are officially separate from the DES but may convey to colleges and local authorities what ministers and civil servants are thinking and they judge whether standards are being maintained.

Central government concerns itself mostly with national policies and standards, with finance and with the overall organisation of the education system. It is sometimes argued that the interpretations of what is involved in these functions have expanded in recent years and that central government involves itself in more detailed and more local matters.

The DES lays down national policies, as for example the policy for the new polytechnics published in the White Paper 1966, or for reorganising the college of education in the White Paper 1972 and Circular 7/73. It makes policy decisions on student numbers and the rate of expansion in higher and further education. The DES may issue encouragement or guidance on developments in certain areas or subjects.

Central government provides directly or indirectly a large amount of the finance for higher and further education. Though it is the LEAs which pay

capital and revenue expenditure for polytechnic and FE colleges, about two-thirds of an LEA's income is from central government's rate support grant, and thus it has an influence on levels of expenditure. The universities are financed by central government via the University Grants Committee and this adds to central government's interest in the distribution of resources in all higher education, university and LEA. The DES has established - and services - the pool by which advanced (degree-equivalent) courses are financed jointly by local authorities. It also recommends levels of fees.

Moreover, before a local authority can construct new buildings it must have the approval of central government, both for raising the capital and for the standard of the buildings, and this gives central government considerable powers to determine the size and development of colleges. The DES approves a programme of buildings for each authority and then sanctions the particular projects to start each year. It issues guidance on the standards it expects of various kinds of buildings, in terms of space and of facilities.

The concern of the DES for standards is expressed in the Further Education Regulations 1975, issued as Statutory Instrument 1975 No. 1054, which require that the premises are suitable and the facilities adequate. They require also that items of expenditure of over £2,500 are submitted for the approval of the Secretary of State.

The Further Education Regulations 1975 state that the provision of advanced courses in colleges is subject to the approval of the Secretary of State. (Advanced courses are in this case those of degree, HNC, HND and their equivalents or above, courses for an advanced or final certificate or full technological certificate of the City and Guilds, other courses with an entry standard above five passes in GCE Ordinary level and 18 years of age.) The regulations also insist that LEAs do not duplicate courses provided in neighbouring authorities and that they consult with the relevant regional advisory council. The DES has accepted standards for the size of classes proposed by the first Pilkington Report ('Report on the size of classes and approval of courses', NACEIC) and, though these do not have the force of law, they would normally be applied by the Secretary of State in considering advanced courses and by the RAC for other courses.

Articles of government for colleges have to be approved by the Secretary of State, according to the Education (No.2) Act 1968 and the guidance of Circular 7/70.

The DES has influence over the pay and deployment of teachers because of its representation on the Burnham Committee and because of its overall controls upon finance.

Types of Colleges

In England and Wales there are 30 polytechnics and about 500 further education colleges. (In addition, there are a number of FE institutions and centres which are not considered to have the status of colleges and are not covered by the Education (No.2) Act 1968.) The 30 polytechnics were established after the White Paper 1966 'A plan for polytechnics and other colleges' to form the pinnacle of the local authority sector, to be equivalent in status to universities and to concentrate on advanced work. The other colleges include a variety of colleges of technology, technical colleges, colleges of further education, schools of art, colleges of commerce, specialist colleges and so on. Until the establishment of the polytechnic policy they were organised into a hierarchy of regional, area and local colleges. In some authorities a pattern of organisation similar to this is still adhered to, but it is no longer possible to draw clear distinctions on a national scale according to a rank order of colleges, to their titles or their levels of work. The system has been further confused or diversified by (1) the establishment within the FE system of tertiary colleges for the 16-18 age-group including sixth form studies and (2) the merging of colleges of education following Circular 7/73 with polytechnics, technical colleges or other colleges of education, some of which are being termed 'institutions of higher education'. In some authorities, like Inner London, there is a clear distinction drawn between vocational and non-vocational classes, and the former is referred to as 'further education' and the latter 'adult education'. Some authorities administer FE and youth services through one sub-committee and group of officers; others link the youth service to adult education or community services.

Further education colleges are thus very various and very individual as one might expect of institutions which may cater for all post-school education. The character of a college and its place in the local system is determined by the LEA, subject to the controls and influences of central government. The governing body is probably said to have the 'general direction' and is given more specific controls as described in the next chapter.

The Education (No.2) Act 1968 requires local education authorities to establish governing bodies for their further education colleges. As it also requires the articles of government to be submitted to the Secretary of State for Education and Science for his approval, there are considerable similarities between different colleges' articles and they conform broadly to the guidance issued by the DES in Circular 7/70. Instruments of government in FE colleges do not require the approval of the Secretary of State but the DES nonetheless issued guidance on the composition of governing bodies in Circular 7/70 and influenced LEAs as they prepared their schemes. and there are consequently great similarities here also. It is, of course, the particular instrument and articles of government of a college which apply to a college, and it is important therefore to refer to them rather than the national recommendations.

Circular 7/70 suggested that colleges should be treated in three categories:

Group A	-	colleges with a substantial proportion of advanced work;
Group B	-	other colleges with a significant amount of advanced work, whether full-time or part-time;
Group C	-	colleges with little or no advanced work.

These distinctions relate also to the age of the majority of students, those in Group A being mostly over 18 and large numbers of them on full-time courses but those in Group C being mostly 16-18 and studying by day release or evening classes.

The proposals issued by the DES for polytechnic government were included in Administrative Memorandum 8/67 and are similar to those for Group A colleges.

Colleges with greater proportions of advanced work are expected to have more independence from their local authorities, and the articles of government allow their governing bodies to exercise greater powers, especially in finance and expenditure. Circular 7/70 says: 'The aim should be to give the Governors the maximum responsibility for incurring expenditure within approved estimates which is reasonable and appropriate in relation to the particular circumstances of the college.' Circular 7/70 also recommends that colleges with greater

proportions of advanced work should have academic boards with decision-making powers whereas Group C colleges would perhaps need no more than processes of consultation between principal and academic staff.

The groups are not, however, precisely bounded, nor are colleges clearly divided into them, and much has depended on negotiation between DES and LEAs. The DES insisted to LEAs that colleges with a substantial proportion of advanced work should have greater independence, but in some local authorities other colleges were treated similarly. The distinction between Groups B and C became blurred.

Articles of government on the model of Circular 7/70, describe the powers and duties of the governing body as:

> 'The Governors shall be responsible for the general direction of the college.'

Later sections of the articles elaborate on this rather vague statement in referring to the preparation of estimates, responsibility for expenditure and maintenance of buildings, appointment and dismissal of teachers, student discipline and so on.

Governors must also exercise their responsibilities in the context of the powers and duties not only of the Secretary of State and Department of Education and Science and the local education authority, as discussed in the previous chapter, but also of the principal and the academic board, if any. The principal's responsibilities are described:

> 'The Principal shall be responsible to the Governors for the internal organisation, management and discipline of the College.'

Circular 7/70 also suggested a description for the academic board in colleges in Group A:

> Subject to the overall responsibilities of the Governors, the Academic Board shall be responsible for the planning, co-ordination, development and oversight of the academic work of the College.'

In practice there are many variations of this statement in particular articles and many different ways of listing the functions and powers of the academic board, more so than is the case with the statement about LEA, governors or principal. The powers given to the academic board range from specific decision-making powers to the most imprecise of statements about consultation and advice for the principal. Such variation largely relates to the status of the work in the college, and the group it is thought to belong to, but other

variations in, for example, the detail written into the articles depend only on different local authorities' styles of drafting and their concern for more or less concrete statements.

Governors, according to the articles, also make arrangements for a students' union 'to conduct and manage its own affairs and funds in accordance with a constitution approved by the Governors' and to make arrangements for students to represent their concerns.

Articles of government, having made these general statements of responsibilities, usually then proceed to more specific functions of the governors, and these may be considered under a number of headings. The guiding principle, as discussed in the next section, is to reconcile the public, legal and financial responsibilities of the LEA with an academic freedom or independence for the college.

Preparing the estimates

Circular 7/70 recommended that the governing body should be responsible for having the annual estimates of income and expenditure prepared and presented to the local education authority:

> 'The annual financial estimates of the College shall be prepared under the direction of the Principal and in the form laid down by the Authority for submission by the Governors to the Authority by such a date and with such supporting data as the Authority may require.'

In the case of those colleges with a decision-making academic board, it is likely that the articles note that it should be consulted or offer advice on the estimates.

Financial matters are sensitive and problematic areas for many local education authorities because of the extent to which financial responsibility is interrelated with legal responsibilities and public accountability. Hence some local authorities have added additional cautionary phrases which may include statements of the role of the chief education officer or of the actual date by which the estimates must be prepared. Some articles do not refer to the role of the principal.

Expenditure and virement

The approved annual estimates list expenditure under headings, but governors are usually given the power by the articles to exercise virement, that is to transfer the money which was to be spent on one item to another under the same heading. Some articles allow governors to transfer money between headings. The articles list the headings to be used in the accounts, and they

vary in number from 5 to 16. The intention is that governors should be able to meet changing priorities and provide flexible management so that expenditure should be on relevant, educational requirements rather than undertaken simply to fit the estimates.

Maintenance of buildings

The governing body is given the power to carry out minor alterations, repairs and maintenance within an approved figure, and if Circular 7/70 is followed this figure is £500. Particular articles, however, often set the limit below £500 or qualify the clause. Articles may remind the governors of the LEA's legal responsibilities for the building or may try to define more precisely what governors may do. Some articles insist that the local authority architect is involved. Again, the intention is that governors should be able to authorise improvements which affect the educational environment (for example, adaptations to a teaching room) and should have some real manifestation of their general responsibilities for the college.

Supplies and equipment

Circular 7/70 suggested that the governing body should be able to place orders for equipment and supplies up to a figure of £100. Articles vary considerably in this respect, and many set higher figures, for example of £500. One problem is that local authorities have central purchasing arrangements under which they buy certain equipment and supplies at a discount, and if colleges want to purchase other kinds of equipment it may be more expensive (and perhaps reduce the quantity that the LEA buys and so lose some of its discount). Therefore many articles state that governors should use central purchasing arrangements where these are more economical. On the other hand, part of the intention of this power was that the college teachers should be able to choose the equipment which suited them educationally rather than that which the local authority supplied and which might or might not be what they would have chosen.

There is also an intention in these powers over expenditure which is less contentious now, and that is simply that colleges should be allowed more independence in their management, an issue which relates to many of the issues discussed in the next chapter.

Staff

Circular 7/70 suggests that governors should determine the numbers and grades of teaching staff subject to the provisions made in the Burnham Further Education Report. Teaching staff is the largest item on a college's budget and local authorities may wish to maintain a closer check upon staffing than such a clause would indicate, but on the other hand the management of staff is a large part of college management and if an independence in management

is to be translated into reality responsibilities for staff may be crucial. Some articles make no mention of decisions about the teaching establishment, whilst others which have decision-making academic boards include in addition to the statement of the governors' responsibility a role for the academic board in advising the governors.

Articles describe the procedures for appointing teaching staff, including the principal; also for their suspension and dismissal. These are likely to be the longest sections of the articles, and will describe the composition of appointments committees (including governors) according to the level of staff being appointed. Lecturers may be appointed on the recommendation of the principal, whereas the principal may be appointed by a committee which includes representatives of the LEA and whose recommendation has to be confirmed by the LEA.

Circular 7/70 suggests: 'The Governors, or their Chairman, shall be empowered to suspend the Principal, Vice-Principal (if any) and the Chief Administrative Officer provided that the Chairman shall immediately report his action to the Governors. The Principal shall be empowered to suspend any member of the College staff other than the Vice-Principal (if any) or the Chief Administrative Officer but shall immediately report such action to the Governors or their Chairman. Any action taken under this paragraph shall be notified immediately to the Authority.' Governors have the power to recommend to the local authority that the principal, vice-principal or chief administrative officer be dismissed and to dismiss other staff subject to confirmation by the authority. There are always provisions for representation at hearings and for appeal.

Circular 7/70 recommends how the chief administrative officer should be appointed and dismissed. It suggests that other non-teaching staff should be appointed by the principal within an establishment approved by the governing body. However, apart from the CAO, many articles make no mention of non-teaching staff, who have traditionally been a close concern of the local authority offices.

Teaching and non-teaching staff are employed by the local authority and the local authority therefore bears legal responsibilities for them.

Student discipline

Circular 7/70 suggested disciplinary procedures for students which are followed to the letter in most articles:

> 'The Governors shall establish a disciplinary committee with a membership that includes representatives in equal numbers of the staff and of the students of the College, provided that if Governors other than staff and student Governors are appointed to this committee their numbers shall not exceed one third of the total.

'After consultation with the Academic Board and representatives of the students the Governors shall make rules governing the procedures to be followed in the College in matters concerning student discipline. These rules shall provide, inter alia:

(i) For the Principal to be empowered to suspend a student for good cause, pending consideration of his case by the disciplinary committee within a period to be stated, and for the Principal to report any such action promptly to the Chairman of the Governors.

(ii) For any decision to expel or, subject to the Principal's powers under (i) above, to suspend a student to be taken by the disciplinary committee.

(iii) For a student to have a right of appeal against the decision of the disciplinary committee to the Governors or to a committee of the Governors appointed by them for this purpose.

(iv) For any Governor who has been concerned in the proceedings of the disciplinary committee as a member of that committee to take no part in the meeting of the Governors or their committee at which any appeal from the disciplinary committee's decision is considered.

(v) For a student to have the right to appeal and be heard (accompanied by a friend if he so wishes) at any meeting of the disciplinary committee at which his case is to be considered and at any meeting of the Governors or their committee at which his appeal is to be dealt with.

'The Governors may exclude a student from the College for an unsatisfactory standard of work on the recommendation of the Academic Board subject to his having the right of hearing (accompanied by a friend if he so wishes) before the Governors or a committee of the Governors.

/OR: The Academic Board shall be empowered to exclude a student from the College for an unsatisfactory standard of work provided that he shall have a right of hearing (accompanied by a friend if he so wishes) before the Governors or a committee of the Governors.'

Other responsibilities

Articles may describe other responsibilities such as lettings, fixing of vacations or reporting to the local education authority when required.

Composition of the governing body

As with the articles of government, the instruments also vary from college to college, local authority to local authority but tend to follow the official guidance issued in Circular 7/70. This recommends a governing body of 20 to 25 members although it recognised that there could be exceptional circumstances. It recommends this composition:

Representatives of the local education authority should form 'less than half' of the governing body: 'in most cases it should suffice if they form one third or even one quarter'. Other LEAs which send substantial numbers of students to the college should also be represented. In practice many governing bodies have marginally greater local authority representation and, especially after the addition of representatives of other LEAs, it may form half or just over half the board.

Direct representation of industry and commerce 'should normally account for about one third of the membership', but the whole governing body should 'consist largely of people with current experience of industry, commerce and other fields relevant to the work of the college'. Governors should be drawn from employers, unions and those concerned with training.

A headteacher, the principal of another FE college or the representative of the local university or polytechnic would often be 'appropriate'.

'The principal and not less than two other members of the teaching staff should be included in the governing body', but the number should be decided in the light of the levels of work in the college, its size and standing. In polytechnics, according to Administrative Memorandum 8/67, there should be at least five in addition to the director. If there is an academic board, it should appoint some representatives whilst others should be elected by the teaching staff.

On the representation of students, Circular 7/70 says: 'In the case of colleges with a substantial proportion of advanced work or a substantial proportion of adult students of 18 plus ... consideration should be given to the inclusion of students appointed through the students' union.' In practice the polytechnics and colleges with substantial numbers of full-time students over 18 have students on the governing body. They may be ex officio on account of their office in the students' union or directly elected. Students may also be co-opted to the board.

Chairman

The DES hoped that the chairman would not always be one of the LEA representatives. Circular 7/70 says: 'It is not necessary that the chairman of the governing body should be chosen from among the authority's own

representatives ... It would not, however, be appropriate for the Principal or any other member of the college staff or of the student body to be eligible for election as chairman or vice-chairman.'

Clerk

The DES hoped that the chief administrative officer of the college would be clerk to the governing body, and Circular 7/70 recommends this. However, in practice many authorities preferred, especially in colleges which were categorised in B or C groups, the chief education officer to retain the clerkship. Articles may specify that the clerk is the chief administrative officer, the chief education officer, or, in some cases, the chief education officer with the possibility of transferring the office at a later date.

The recommendations for college government in the Education (No. 2) Act 1968, Circular 7/70 and, for polytechnics, Administrative Memorandum 8/67 were the product of a long debate about the control and management of colleges. To understand what a governing body should or can do now it is useful to consider this historical background.

The Education Act did not prescribe governing bodies for further education institutions as it did for schools. It was not long, however, before the Ministry of Education was suggesting governing bodies for colleges: in 1946 Circular 98 encouraged local authorities to establish governing bodies for their major technical colleges. Then, when the Government turned to the technical colleges in an effort to increase the output of qualified technologists and technicians, it made the establishment of governing bodies one of the instruments of its policy. The White Paper on 'Technical Education' published in 1956 suggested that representatives of industry would be able to contribute their knowledge to the colleges and their courses. Moreover, the White Paper related the existence of strong governing bodies to the status of colleges and in its recommendations for the new colleges of advanced technology it made a degree of independence a condition of designation as a CAT:-

> 'Colleges of advanced technology must also have the independence appropriate to the academic level of their work.... Some local authorities have pointed the way by establishing strong governing bodies widely representative of industry and with power to spend within the heads of annual estimates approved by the authority.'

In the Further Education Regulations 1959 the Ministry of Education said that further education colleges should have governing bodies. Circular 7/59 went into more detail and proposed 'substantial representation' of industry and commerce and the inclusion of representatives of unions and employers, of secondary schools and universities. Most importantly, it tactfully suggested that LEA representatives should not dominate this body:-

> 'It is not legally necessary that representatives of the authority maintaining the establishment should be in the majority. Indeed, in a number of cases representatives of the authority do not account for more than one-quarter of the total.'

The regulations argued that 'the vigorous participation of representatives of industry and commerce in the life of the establishment is a matter of the utmost importance.'

The arguments put forward by the Ministry were concerned to involve representatives of industry and commerce in the colleges with a view to ensuring that curricula and courses were relevant and up-to-date and to associating firms with their local colleges. The arguments were also based on an idea that colleges which undertook more advanced work and which were therefore more prestigious deserved or, perhaps, needed a greater independence from the local authority which maintained them, and governing bodies were a means of establishing some independence. In addition, however, during these years there were many complaints from college teachers that some local education authorities were hindering the academic and educational advancement of their colleges. It seemes that the bureaucratic procedures of LEAs were out of sympathy with the developments which teachers were trying to introduce or it was said that LEAs were meddling in affairs they did not understand. Universities, on the other hand, had an independence which seemes to protect tham from such pressures and to enable them to develop academically and educationally.

In 1963 the Robbins Committee reported on the future development of higher education. It recognised the frustrations among many teachers in colleges and recommended that the colleges of education (teacher training colleges) and the leading technical colleges should be promoted to the university sector. This appealed to the aspirations of colleges and to their demands for greater independence but it was unacceptable to the local education authorities who sought to retain public and local control over teacher training and FE.

It was partly to resolve this political difficulty that the Weaver Committee was established to inquire into college government and to recommend ways in which university-style academic freedom could be reconciled with public control and local authority responsibility. In fact, it considered only the colleges of education but the recommendations of its report in 1966 were applied to all local authority colleges. (Report of the Study Group on 'The Government of Colleges of Education' HMSO 1966).

The Weaver Report stated that 'academic freedom is a necessary condition of the highest efficiency and proper progress of academic institutions'. Such academic freedom had, however, to be counterbalanced:-

> 'So long as a local education authority maintains a college it feels itself in the last resort responsible for the college, for its general efficiency, for financing its expenditure, for its staff.... and for its premises.'

It recommended therefore that academic control be vested in an academic board and the principal and that the colleges be given certain defined spending powers, but the status quo of ultimate financial and administrative control by the LEA had to be retained.

The first of the Weaver Report's recommendations was thatgoverning bodies should be established and given a large measure of autonomy (though this was a word which came into use in this context somewhat later than the Weaver Report). These governing bodies would have decision-making powers in

performing certain functions. They would be responsible for the 'general running' of colleges and take responsibility for spending powers. They would include representatives of the local authority, of educational and business interests and of teachers, giving teachers a direct share in the governing of their colleges. (Arguments for student representation came later.) Governing bodies were to be the means of balancing teacher and local authority interests, of giving colleges an independence within local authority responsibilities.

But what was to be the nature of the governing bodies? The Weaver Report considered the existing arrangement - as proposed by Circular 7/59 - that governing bodies should be constituted as subcommittees of the education committee. This, however, did not always allow the governing bodies to be delegated powers or to act within the possibility of a superior committee reviewing their decisions. Governing bodies needed, the Weaver Report stated, to be given legal powers to act in their own right, rather as a few colleges had already established autonomous governing bodies under special local acts of parliament.

This was the basis for the Education (No. 2) Act 1968. After two years of consultations with the local authorities and teacher unions the Department of Education and Science issued Circular 7/70, as discussed in Chapter 3.

Meanwhile, the DES had introduced its policy for the polytechnics and in its Notes for Guidance (Administrative Memorandum 8/67) it recommended a structure of government:-

> 'It will be a condition of designation that the arrangements for government and academic organisation are consistent with those recommended by the Secretary of State.'

During the next few years the instruments and articles of government were the major issue which had to be resolved between DES and LEAs in establishing the polytechnics (see 'The Instruments and Articles of Government of Polytechnics', Coombe Lodge Report, Vol. 5. No. 15. and the chapter on 'Government' in John Pratt and Tyrrell Burgess 'Polytechnics : A Report', Pitman, London, 1974).

The Notes for Guidance on polytechnic government said:-

> 'The system of government must be suitable for institutions offering courses of higher education in a wide range of disciplines and serving national as well as regional and local needs. It must be such as to attract into the service of the Polytechnics the highly qualified academic staff who will be essential and to enable them to share fully in their government and management as academic communities....
>
> 'The Secretary of State believes that these objectives can only be achieved by delegating the main responsibilities for conducting the affairs of the Polytechnics to suitable constituted governing bodies with a large measure of autonomy, and, under the general direction of the governing body, to the Director and academic board.'

But, as well as these arguments which related the system of government to the issues of the status and autonomy of the polytechnics, there developed during the period whilst their instruments and articles were being negotiated strong pressures for the representation of students on governing bodies and academic boards.

That the issues of colleges government were difficult ones can be measured by the time it took to introduce the reformed structures. Although the list of proposed polytechnics was announced by the Secretary of State in April 1967, half the polytechnics were not formally designated until three years or more later, and the major delay was the negotiation between the DES and LEAs of the instruments and articles of government. Likewise, Circular 7/70 was not agreed by DES and local authority associations until two years after the Education (No. 2) Act 1968, and in the summer of 1975 there were several LEAs where the reforms had not been implemented.

The purposes for which governing bodies have been proposed have thus developed in the years since the Education Act 1944, and many arguments have become intertwined. Governing bodies could free colleges from detailed local authority control and give teachers greater control in running their own institutions. Other arguments have related the status of a college to its degree of independence and have assumed that the educational development of a college would be more efficient and progressive if the college was more independent. There has been emphasis on the value of cooperation with industry and commerce, and, more recently, there has been weight given to teacher and student representation and participation. The governing body has been the lynchpin of the reforms of college government because it could provide some public accountability for the college with some protection of its academic freedom.

Having considered the powers and duties of governing bodies, the context in which they operate and some of the intentions for governing bodies, the question which governors must then ask is how much power governing bodies actually can exercise. Are the statements of functions to be exercised just words on paper?

There need be no doubt that the powers ascribed to governing bodies in their articles of government are legally theirs. They are responsible for 'the general direction of the College' (or whatever wording is used in their particular articles of government) and they do have the executive powers over finance, appointments and so forth as described. They are legal entities and can sue and be sued. Decisions which they make within their powers are not subject to review by another body. If necessary, a governing body could go to a court of law to uphold its powers, or appeal to the Secretary of State.

The problem is, however, what these powers mean. In some repsects they are imprecise. What is the 'general direction' of a college, and how does this stand beside the LEA's responsibility for the 'general education character', or the principal's responsibility for the 'internal organisation, management and discipline' (or whatever wording is used in the particular articles of government)? If the academic board is 'subject to the overall responsibilities of the Governors, . . . responsible for the planning, coordination, development and oversight of the academic work', can one say who does what?

One has to ask, furthermore, how tangible the powers of the governing body are when placed beside the many legal responsibilities of the local education authority. The LEA has a legal responsibility to provide adequate facilities and, for example, to submit courses for approval to the regional advisory council and to coordinate with other LEAs and has a duty under the Education Act 1944 to secure provision for further education. These things might seem to go further than determining the 'general educational character'. Moreover, the local authority has legal responsibilities as employer and owner of buildings which, it could be argued, require it to exercise control or influence over what happens in colleges beyond the formal statements in the articles.

But whilst one is wondering how far other legal responsibilities of the local authority impinge on the powers of the governing body, one has also to consider whether some of the financial responsibilities of local authorities need be far-reaching as some local authorities have insisted. Some LEAs have argued that their legal responsibilities for the proper spending of public money justified an intimate involvement in all the financial transactions of the college, with marked effect on its degree of independence. However, in terms of its

responsibilities to its ratepayers a local authority would be entitled to balance the moral recitude of supervising every penny against the efficiency of giving colleges greater freedom. In terms of legal responsibilities, the governors and officers of the college could be as competent to face, if necessary, the district auditor as the members and officers of the local authority.

So, this is an area in which many questions are possible, questions which are probably only answered by seeing how in different colleges and different local authorities different arrangements and ways of working have been devised. When a problem arose, one would have to consider, as well as the legal statements, what it was intended governing bodies should do (as discussed in Chapter 4).

Perhaps also one would have to consider changes in society as a whole, for the role of governing bodies is involved with many issues upon which the attitudes of society are evolving. The extent to which governing bodies are said to be ways of increasing participation by staff and students in the running of their institutions has changed markedly in the past few years. It might be that society will expect different things of governing bodies in a few years' time, without actually changing the written and legal formulations.

Apart from the problems of the imprecision of the powers, the governing bodies' exercise of their functions is constrained by the political realities. The statements of the governing body's autonomous financial powers do not alter the fact that the local authority finances the college. The governing body is bound to try to be tactful and to recognise that in many cases it is more likely to prosper if it fits in with the existing system than if it sets its head for what by the letter of the law it is entitled.

The issues of finance are particularly sensitive in such respects. The articles of government may describe a procedure for drawing up the annual estimates but obviously there will be detailed negotiations which may seem to cut across these formal procedures. Perhaps, especially in times of economic stringency, the LEA will first provide the college officers with an idea of the total sum available or the percentage change over last year's budget, and then the college officers will apportion what is available. Or, in some other way, the estimates may be fixed without reference to the governing body or with the involvement only of its chairman, so that the governing body is finally left only to metaphorically wield a rubber stamp.

Likewise, the power of virement was much vaunted as a mechanism for increased independence and flexible financial management for academic affairs - and resisted as such by some LEAs - but its existence does not for practical purposes enable governors to use the power as they like. Many governors fear that if they use the power of virement often they will damage the credibility of future estimates, and thus they may be constrained by political considerations.

But it is perhaps unwise to make too much of such limitations. It remains true that, whatever the local political circumstances, the governing body has a role in law which it could exercise to the full if it was determined to do so.

Other questions can be raised, however, about the expertise of governors. Are governors qualified or competent to consider, for example, the estimates? They do not have the time available to college and LEA staff, nor do they have the skill in accounting or the expertise in educational matters. Similarly one might argue that governors were not qualified to judge the merits of staff they interviewed. The governing body might then appear only as a formal postbox between LEA and college, and, worse, one which in meeting only once or twice a term delayed decisions.

Such questions have led to fundamental doubts as to whether governing bodies have any role. It is as though the circumstances in which they are placed - the operation of the further education system and the levels of expertise and detailed work - crowd the governors out of actual execution of their powers.

At this point I would like to suggest some arguments on behalf of governing bodies. I hope they are useful at least as kicking posts for a debate, but for myself among them are more compelling reasons why governing bodies have a part to play and could be more effective. I have grouped these in five sections, and the question to ask throughout is whether there are other mechanisms or public bodies which could perform these functions.

1. It is often said that the role of the governing body is to be a watchdog or a fire brigade. In either case, one would not expect to see it active all the time; it would be a body which only acted when things went wrong. A watchdog would check that the college was running smoothly and drowse on, but once alerted would intervene to remedy the situation. Similarly, a fire brigade would be available to be called upon in emergencies. It could be argued that it was the principal's job to run the college and that the governing body would become active if, perhaps, he was not doing his job properly, if some misadventure had to be brought to his attention or if the principal called upon it to support him, perhaps in a conflict with an outside body. There are, of course, difficulties with such arguments. First, the problem with a watchdog is that it might have gone to sleep, or in other words that if a governing body is not used to exercising its functions it might through neglect or lack of interest lose the ability to act. Secondly, it can be pointed out that the intervention of governors has not always calmed down situations. Nonetheless, there does seem to be in public affairs a need for bodies which in emergencies can provide a more public or more muscular activity than the regular bureaucratic channels.

2. The Weaver Report saw governing bodies as a mechanism to reconcile academic freedom and public control. Whilst I would argue that one of the difficulties of governing bodies is that it polarised these two aspects of college government, we should acknowledge that there are different pressures upon a college from LEA and from staff and students. The

establishment of governing bodies with certain autonomous powers was intended to avoid the dangers of detailed local authority control. Now, as currently arguments grow for greater autonomy for colleges and particularly for their academic staff, we may have to consider the dangers of institutions being controlled entirely by those who are working in them. Staff may perceive their best interests as other than those of the public or of students; conceivably, a professional interest might weigh heavier with staff than the public interest. A governing body could reconcile the interests of public, staff - teaching and non-teaching - and students.

3. There are different opinions about education. Decisions which have to be made about educational development in a college are not just questions of good or bad education or of quantities of students or resources. Some decisions are about people's different ideas of what education is for or of how educational institutions should contribute to society. It would be useful to have some public body where the issues which are relevant to a decision or the development of the college generally can be thrashed out.

4. If - following on from these last two groups or arguments - policies have been agreed for a college, having taken into account the different interests and issues involved, then it ought to be regarded as important that the implementation of these policies was monitored. One should check that what was intended to happen was in face happening. A governing body is well placed to monitor developments. It is sufficiently removed from the carrying out of the work to have an independence of judgment. It could receive reports, cross-examine staff and ask all the awkward questions. It could investigate what was being undertaken, offering support and criticism. I think this could be one of the more important functions of a governing body, and yet it is in this area that scorn is quite often cast on the competence of governors to judge what is happening in colleges. It is argued that they do not have the expertise to understand.

5. The accusation that governing bodies are nothing more than rubber stamps fails to deal with two important features of public administration. In rubber-stamping decisions (even if that is all it is doing) a governing body is not just pushing papers through a communications system, it is investing those decisions with some authority; it is legitimising them. Moreover, it is making the decisions, to some degree, open and public, and this is particularly valuable when many administrative actions are not easily accessible to the public; it is making the decisions, and hopefully the information relating to them, available for inspection and comment.

In some of these ways a governing body would be acting much in the spirit of the times with our concerns for consumer affairs and open community politics. But also it would be unwise to forget the unfashionable roles which governors can play in ceremonial functions.

Finally, dare I offer a last ditch justification for governing bodies. Edmund Burke commented:-

> 'In my course I have known and, according to my measure, have cooperated with great men; and I have never yet seen any plan which has not been mended by the observations of those who were much inferior in understanding to the person who took the lead in the business.'

Governors are quite likely to be much inferior in their understanding of educational budgeting or curriculum development and are quite likely not to be the leaders of college enterprises, but these are no reasons why they should not improve the college - and go about it with the sanction of democracy.

FINANCE AND EXPENDITURE

Local Authority Funds

Colleges are financed by local education authorities, although a small part of their income is derived from fees (see below) and other sources. Local authorities raise their income from the rates and from the central government's rate support grant; the RSG totalled nearly two-thirds of estimated local authority expenditure in 1975/76. Each winter central government through the Department of the Environment, following talks with the local authority associations, announces the contribution it is to make in the next financial year to local authority spending and the formulae by which the money is to be distributed.

Local authorities also offset their expenditure on advanced further education (roughly speaking, that to degree level) through the Advanced Further Education Pool. All local authorities contribute to the Pool according to formulae based on their school population and non-domestic rateable value and receive from the Pool according to their expenditure on advanced courses, thus spreading the cost of advanced work among both those authorities maintaining colleges of this standard and those not (Statutory Instruments 1967 No. 467).

Fees

Fees are not intended to cover the full cost of most courses. They are set by the LEA, which has to coordinate with neighbouring authorities usually through the RAC (Regional Advisory Council) (The Further Education Regulations 1975 SI 1975 No. 1054, Note 7). The DES suggests levels of fees which LEAs could consider (Circular 3/75).

Students under 18 on full-time courses are usually exempt.

Fees for degree and full-time advanced courses should be broadly similar in FE and universities. The Secretary of State has the power to direct what fees are charged for courses designated for mandatory student grants (see Students) according to the FE Regulations 1975.

Post-experience vocational courses catering for specialised needs of adult students should be self-financing (Circular 4/71).

Overseas students pay higher fees; Circular 3/75 suggested £320 for advanced full-time courses, though such an amount is still not the average economic cost of courses.

Authorities are expected to exercise discretion if fees would cause personal hardship and to set fees for courses which aim at educational or social handicaps (eg adult illiteracy) at a low or negligible level.

Some local authorities have 'free trade' agreements with neighbouring LEAs for non-advanced courses, particularly part-time, but others recoup fees from LEAs whose students study in their colleges.

College Expenditure

The governing body submits annually to the education committee of the council its estimates for the financial year, according to procedures and in a form which may be described in the articles of government and/or the financial regulations. The academic board may offer advice. The estimates are formulated under various headings (between 5 and 15 depending on the local authority and the college), and once the estimates are approved the governing body usually has the power to exercise virement under these headings (that is, to transfer expenditure approved for one item to another).

Expenditure is governed by various rules and regulations. Any spending of £2, 500 or more on an installation or item of equipment for teaching or research has to be approved by the Secretary of State (Further Education Regulations 1975). Below that figure, expenditure over a certain amount, as stated in the articles of government, (say, £100 or £500) requires the approval of the LEA. The articles may require that the governing body considers making the purchase through the authority's purchasing arrangements. Each local authority has established financial regulations which instruct the college on procedures and on systems of financial control, on making returns of expenditure and on drawing up the accounts. The accounts of a college are, like other local authority concerns, subject to the scrutiny of the district auditor. The district auditor reports any irregularities to the local authority.

BUILDING

Capital programmes by local authorities are classified under two forms of expenditure:-

1. Key sector, which includes schools and college building, as well as housing, principal roads etc (but not the acquisition of land, which is handled separately) and which requires specific approvals from Ministers;

2. Locally determined schemes, which allows local authorities freedom to spend as they choose within block allocations and which includes other projects such as youth and community centres and also capital expenditure on furniture and equipment in educational premises (except that which is built-in which is included in key sector costs). These procedures were established in Department of the Environment Circular 2/70 (Welsh Office Circular 116/70).

Building of educational premises is included in the key sector, and these projects are classified into two capital programmes:-

1. Major works, that is in FE projects costing £25, 000 and over (in school building the figure is £50, 000);

2. Minor works, that is projects costing less than £25, 000 and therefore mostly extensions, alterations, renovations or, sometimes, additions to major works.

Local authorities require the approval of central government to raise the loans for capital expenditure (on the money market and from the Public Works Board), according to the Local Government Acts.

Major Works

Projects for major works are submitted by the local education authority to the DES, which has to approve the project on two accounts, the loan sanction and the approval of the standards, facilities and costs.

Major works are included in a rolling programme, new procedures for which were established in Circular 13/74 (Circular 281/74 of the Welsh Office). FE projects are first submitted by the LEA for preliminary approval by the DES on to the Provisional List, which is a register of projects which the DES considers suitable to start within about five years. The 18 months before the start of each building year (April to March) the DES selects for the Planning List projects to start in that year. Six months before the year commences the DES announce the Final List of projects to start that year.

At tender stage the LEA submits its plans and costings to the DES for approval. There are no longer specified cost limits but the DES aims to ensure that costs are reasonable and can disallow an individual project on cost grounds. There is special provision made for abnormal costs.

Minor Works

In England FE projects under £25, 000 are determined by the LEA out of a lump sum allocation given by the DES.

In Wales the Welsh Education Office considers individual projects costing between £1, 000 and £25, 000 for a share of the lump sum allocation for Wales.

Standards

Educational buildings have to meet standards set by the DES, which expects them to conform to the general Building Regulations, though statutorily they are exempt (Administrative Memorandum 11/73 and Welsh Education Officer Administrative Memorandum 7/73). The DES has standards for the space to be devoted to different college activities and published guidance in building bulletins. The DES offers through its Architects and Building Branch guidance and expertise, for example Design Note 8 Polytechnics : Planning for Development. It expects to be in contact with local authority architects at all stages

of the rolling programme. Polytechnic building should accord with a development plan submitted to the DES.

COURSES

Broadly speaking, there have been in further education two types of courses, those devised in the colleges and submitted to external bodies for validation or acceptance and those devised by external agencies and run in colleges according to set syllabuses. In either case, the course will have to proceed through various administrative controls before the college may run it, but there are no central or local government prescriptions oncurriculum or teaching methods. It was the intention of Circular 7/70 that academic responsibility should rest in the college, its governing body, principal, academic board and staff.

The initiative for a new course is most likely to arise in a college department, possible prompted by the teachers' contacts with outside bodies and sometimes by subject advisory committees, if any, on which teachers and representatives of local business meet under the auspices of the college. The articles of government state whether the academic board, if any, has responsibility for courses in the college.

The local education authority has to submit a proposal for a course to the regional advisory council (RAC). Lower level courses are approved or rejected in the RAC's committees on criteria of student numbers and distribution of courses. Advanced courses (as listed in the Further Education Regulations 1975) have to be passed on from the RAC to the Secretary of State. In effect, the regional staff inspector at the DES approves or rejects the course.

The course has to meet the requirements in numbers of students recommended by the Pilkington Report (Report on the size of classes and approval of courses, National Advisory Council on Education for Industry and Commerce) and accepted by the Secretary of State in Circular 11/66. The Pilkington Report stated that the minimum enrolments should be: full-time (including sandwich) - 24; part-time day courses involving a large element of workshop practice - 15; other part-time courses - 20.

At the level of craft and trade courses and office skills the main examining bodies are City and Guilds, the Royal Society of Arts and regional examining bodies. The General Certificate of Education Boards offer Ordinary and Advanced levels. Joint committees of the relevant professional bodies, DES and teachers' associations run national certificates and national diplomas at ordinary and higher levels, certificates being for part-time and diplomas for full-time. The Technician Education Council and the Business Education Council are to reorganise courses in their respective areas, offering both set syllabuses and validation for college-developed courses and coordinating courses nationally at subdegree levels.

For degrees FE colleges look to the Council for National Academic Awards, established by royal charter in 1964, which validates courses at degree and postgraduate level. The Diploma in Higher Education is also validated by the CNAA, corresponding to the first two years of a degree course. Some colleges in the teacher training tradition have degrees or Dip HEs validated by universities.

An increasing number of courses in FE colleges are related to the Department of Employment and its Manpower Services Commission or the industrial training boards.

The professional institutions and associations recognises various qualifications for their schemes of certification and membership.

TEACHING STAFF

Pay

National negotiations are conducted in the Burnham Committee, which includes representatives of the local authority associations, the teachers' association and the DES. The agreement is given statutory status by the DES, according to the Remuneration of Teachers Act 1965.

Teachers in FE are graded: Lecturer I, Lecturer II, Senior Lecturer, Principal Lecturer, Reader (a research post parallel to SL or PL), Head of Department, Vice-Principal, Principal, each with incremental scales. Heads of department are graded on a I-VI scale according to the volume and level of work in their department, and vice-principals and principals on a 1-12 scale. Both these scales are related to totals of units; one unit equalled in the 1974 Burnham agreement 100 student hours of Category I work or 300 student hours of Categories II/III or 600 of IV/V. Category I is post-first degree; II, post-A level or ONC leading to first degree or equivalent; III, other post-A level or ONC; IV, ONC or A level; V, other; until March 1975 they were graded A1 to C. (Scales of Salaries for Teachers in Establishments for Further Education, England and Wales 1974. HMSO 1975).

Conditions of Service

National recommendations were agreed in 1975 between CLEA (Council of Local Education Authorities) and the teachers' organisations but these have to be fixed locally after negotiations between LEA and teachers' organisations. The national framework includes recommendations on the length of a teachers' working year, the number of consecutive weeks teaching and the number of sessions a week. It includes recommendations for maximum class contact hours: Lecturer I - 20-22 hours; Lecturer II - 17-20; Senior Lecturer - 15-18; Principal Lecturer - 13-16.

Apart from such provisions, local authorities have a duty under the Health and Safety at Work Act 1974 to look after the health, safety and welfare of all employees, including teachers.

Establishments

The numbers and grades of staff is determined by the LEA within a national agreement related to the annual salary negotiations. The Burnham FE Committee has established categories or levels of work (I - V, see above) and defined the proportions of different grades of teachers appropriate to each. These proportions are expressed as bands of percentages to give the LEA the option of deciding what points in these bands it will use to allocate staff establishments. For example, it may decide that Level II work (which is first degree and equivalent courses) should be staffed with 10 per cent Principal Lecturer posts and 90 per cent Senior Lecturer or Lecturer II and that Level IV (broadly ONC and GCE A level) should be staffed with 55 per cent Lecturer II and 45 per cent Lecturer I. The LEA can then add up the student class contact hours for each level of work, do various agreed additions and subtractions and produce a total. This total can be proportioned into the percentages for staffing grades and divided by the class contact hours agreed for teachers of that grade to produce the number of staff at each grade in a particular college. Governing bodies may be given discretion on the particular posts and/or the grades within an overall sum for the college's establishment.

There have been attempts to introduce greater conformity and economy in staffing. The Pooling Committee in 1972 issued a memorandum on student: staff ratios for advanced level work in polytechnics and FE colleges which recommended 'norms', student:staff ratio bands for different kinds of work. It followed this up with a booklet suggesting ways of collecting and presenting information about students' curricular activities and the use of academic and research staff resources in all FE colleges. (Assessment of curricular activity and utilisation of staff resources in Polytechnics and FE Colleges, Councils and Education Press, London, 1972). The norms and the exercise as a whole were critised by teachers' organisations. They are often erroneously referred to as the 'Delany norms'.

Appointment and Dismissal

The articles of government set down the procedures for appointing and dismissing teaching staff under the responsibility of the governing body. Dismissals are subject to appeals procedures which have to satisfy not only the standards the DES suggested in Circular 7/70 but the Employment Act.

The Contracts of Employment Act 1972 requires local authorities to establish procedures for dealing with individual grievances and disputes. Employees have right of appeal to a standing or ad hoc body. A model procedure was agreed in 1973 between local authority associations and teachers' associations.

NON-TEACHING STAFF

Articles of government may allocate powers for determining non-teaching posts, within an agreed establishment, to governing body or principal. Articles do also describe procedures for the appointment and dismissal of the chief administrative officer. But generally the main responsibilities for non-teaching staff are taken by other sections of the local authority.

STUDENTS

Admission

The articles of government may ascribe responsibility for the arrangements for the admission of students to the academic board, if any.

Dismissal or Disciplinary Action

Most articles of government have a standard wording for dismissal on academic grounds and for suspension, dismissal or other disciplinary action. Representatives of governors, staff and students are usually included on a committee to hear the case with provision for different governors to be involved in appeals procedures.

Union

The articles of government state the terms for a students' union and its independence in financial matters. The articles also provide for representation of student opinions.

Grants

Students on designated courses - ie, degree and equivalent, Diploma in Higher Education, Higher National Diploma, initial teacher training etc - receive mandatory grants from their home LEA (providing they are not disqualified by having already received a grant). The grant covers fees, maintenance and student union subscriptions, is means-tested and subject to certain regulations.

LEAs have the discretion to pay grants to students on other courses, and their practice varies. Circular 11/75 provides guidance on the awards regulations. (Education Act 1962; Education Act 1975).

A	AAI	-	Association of Art Institutions.
	ACC	-	see Association of County Councils.
	ACFHE	-	Association of Colleges for Further Higher Education.
	ACSTT	-	Advisory Council for the Supply and Training of Teachers.
	Administrative memorandum	-	Communication on administrative matters from DES to local education authorities; guidance not instruction.
	AEC	-	Association of Education Committees.
	AFE	-	Advanced further education; more or less synonymous with 'HE', except that 'HE' may include universities and 'AFE' is specifically that of the LEA sector.
	AMA	-	see Association of Metropolitan Authorities.
	APT	-	see Association of Polytechnic Teachers.
	APTI	-	Association of Principals of Technical Institutions.
	Association of County Councils	-	The ACC and the AMA are the two major associations of local authorities in England, representing them in negotiations with central government and on the Burnham Committees and forming jointly the Council of Local Education Authorities (CLEA).
	Association of Metropolitan Authorities	-	see Association of County Councils.
	Association of Polytechnic Teachers	-	Association formed in opposition to ATTI to represent interests of polytechnic teachers.
	Association of Teachers in Colleges and Departments of Education.	-	Union for teacher training lecturers; to amalgamate with ATTI after reorganisation of colleges of education (see Circular 7/73).

	Association of Teachers in Technical Institutes	-	Largest union in FE; to amalgamate with ATCDE after reorganisation of colleges of education. (see Circular 7/73).
	ATCDE	-	see Association of Teachers in Colleges and Departments of Education.
	ATTI	-	see Association of Teachers in Technical Institutions.
	AUT	-	Association of University Teachers
B	BACIE	-	British Association for Commercial and Industrial Education.
	Bains	-	The introduction of corporate management in local authorities (ie the chief officers working as a team under a chief executive, rather than as separate pinnacles of their own services) was encouraged by a working group (under the chairmanship of M A Bains, Clerk of Kent C.C.) of the Study Group on Local Authority Management Structures. The Bains Report was intended to make local authority management more effective following the reorganisation of local government in 1974; The New Local Authorities: Management and Structure (HMSO) 1972.
	BEAS	-	British Educational Administration Society.
	BEC	-	see Business Education Council.
	BIM	-	British Institute of Management.
	Bullock Report	-	A language for life (HMSO) 1975, report of committee of inquiry appointed by Secretary of State into reading, writing and literacy.
	Burnham Committee	-	The remuneration of Teachers Act 1965 provides for the Burnham Committees (one for primary and secondary, one for FE) to negotiate teachers' salaries. The committees include representatives of local authority associations, teachers' associations and the Secretary of State. Each committee recommends salary scales to the Secretary of State who applies them nationally through a statutory instrument. The Burnham Committee was originally established in 1921.
	Business Education Council	-	Established by the DES in May 1974, following the Haslegrave Report in 1969 (produced by a committee of the NACEIC). The BEC is planning a structured set of certificates and diplomas at sub-degree level and devising and approving courses leading to these awards (see also TEC).

C

CACC	-	see Council for the Accreditation of Correspondence Colleges.
CAO	-	Chief administrative officer, a position which has been established in polytechnics and some other colleges with their increased independence of administration.
Capps Report	-	Also known as the 'third Pilkington Report', A Report on the use of costing and other financial techniques in technical colleges (HMSO) 1969 from the National Advisory Council on Education for Industry and Commerce; commended by the DES in Administrative Memorandum 1/69.
CAT	-	see College of advanced technology.
CBI	-	Confederation of British Industry.
CDP	-	Committee of Directors of Polytechnics.
CEE	-	see Certificate of Extended Education.
CEI	-	see Council of Engineering Institutions.
Central institutions	-	In Scotland, independent technical colleges, usually now reckoned to be equivalent status to polytechnics.
Certificate of Extended Education	-	Proposed as advanced form of Certificate of Secondary Education (CSE), a sixth-form level qualification for less academic students.
CGLI	-	see City and Guilds of London Institute.
Circulars	-	Communication of guidance from DES to local education authorities. (The number after the / refers to the year of publication).
Circular 7/70	-	The DES's guidance on the form and wording of instruments and articles of government for FE colleges established according to the Education (No. 2) Act 1968; entitled Government and conduct of establishments of further education.
Circular 7/73	-	The announcement of the processes and criteria for the reorganisation of the colleges of education (following the White Paper 1972); entitled Development of higher education in the non-university sector.
Circular letters	-	A less formal and public means of communication from the DES than are Circulars. They are designated FECL (Further Education Circular Letter).
CITB	-	Construction Industry Training Board.

City and Guilds	-	The City and Guilds of London Institute offers certificates for studies, mainly part-time and mainly at crafts, operative and technical level.
CLEA	-	Council of Local Education Authorities (see Association of County Councils).
CNAA	-	see Council for National Academic Awards.
College of advanced technology	-	Ten colleges of advanced technology were established after the White Paper 1956 to concentrate on full-time advanced work; they were raised to university status in 1966.
College of education	-	Teacher training institution; some run by LEAs, some by voluntary bodies; administered as separate sector until Circular 7/73 and the issue of the Further Education Regulations 1975, which brought them into FE sector; most colleges then merged into colleges of higher education or otherwise diversified into offering degrees, other professional courses and Diplomas of Higher Education, and only a few remained entirely teacher training
Coombe Lodge	-	The Further Education Staff College situated in Coombe Lodge, Blagdon, Bristol. Avon.
Council for Academic Freedom and Democracy	-	Organisation associated with National Council for Civil Liberties which has investigated disputes and injustices in universities and colleges.
Council for National Academic Awards	-	Degree-awarding body for colleges other than universities; established in 1964 by Royal Charter; superseded the National Council for Technological Awards.
Council for the Accreditation of Correspondence Colleges	-	Independent body established in 1939 with encouragement of DES (which nominates chairman and 5 members) to establish standards for correspondence colleges, to accredit suitable colleges and to protect the interests of colleges and students.
Council of Engineering Institutions	-	Federal body for 15 chartered engineering institutions; established by Royal Charter in 1965; sets standards for award of Chartered Engineer (C.Eng.) and professional engineering qualifications through recognition of other awards and its own exams (plus relevant experience in industry).
CSE	-	Certificate of Secondary Education.
CTC	-	Central Training Council (for industrial training boards), superseded by the Manpower Services Commission.

D	DE	-	Department of Employment.
	Delany Report	-	Misnomer for recommendations on norms for staff:student ratios in advanced FE issued by the Pooling Committee in 1972. Mr. John Delany, a DES cost accountant, had done the detailed study on which the recommendations were based.
	DES	-	Department of Education and Science.
	Dip AD	-	Diploma in Art and Design, degree-equivalent qualification.
	Dip HE	-	Diploma in Higher Education - qualification gained after two years (full-time) study at advanced level which may be a general education or may form first section of teacher training or other qualification.
	District auditor	-	Thirteen officials appointed on a regional basis by the Department of the Environment to audit local authority accounts (including those of LEA colleges).
	DMS	-	Diploma in Management Studies, post-graduate and equivalent qualification of NEBSS.
	DoE	-	Department of the Environment.
E	EITB	-	Engineering Industry Training Board.
	EMEU	-	East Midlands Educational Union (examining body).
	ESA	-	see Manpower Services Commission.
F	FE	-	Further education; all education after school; nearly always excludes universities; usually more specifically refers to LEA provision of vocational and non-vocational education in colleges and evening institutes; sometimes 'FE' is used to differentiate vocational from non-vocational, the latter being then called 'adult education'; sometimes 'FE' is used to differentiate lower level work from 'HE' or 'Higher education'.
	'A Framework for Expansion'	-	White Paper 1972 which projected future numbers for colleges and proposed amalgamations of colleges of education with universities, polytechnics and technical colleges; also, proposed the Dip HE. The White Paper was a response to the James Report. Its projections of student numbers have been abandoned.

	Further Education Regulations	-	Statutory regulations for FE; published as Statutory Instrument 1975 No. 1054.
G	GCE	-	General Certificate of Education.
H	Haslegrave Report	-	Report of the Committee on Technician Courses and Examinations (HMSO) 1969 recommended the establishment of the Business Education Council and Technician Education Council.
	HCITB	-	Hotel and Catering Industry Training Board.
	HE	-	Higher education; usually refers to degree and equivalent studies requiring 2 A levels, ONC or equivalent as entry qualification; usually includes both university and LEA colleges. (Early in this century, higher education meant post-elementary).
	HMI	-	Her Majesty's Inspector of Schools; HMIs are ultimately answerable to the Secretary of State but are intended to preserve an independence. (HMI : Today and tomorrow, DES 1970).
	HNC	-	Higher national certificate (see National certificates and diplomas).
	HND	-	Higher national diploma (see National certificates and diplomas).
	Hod	-	Head of Department.
	Houghton Report	-	Major review of teachers' salaries conducted in 1974, Report of the Committee of Inquiry into the pay of Non-University Teachers (HMSO) 1974.
	Hunt Report	-	An inquiry into the pattern and organisation of The College Year (HMSO) 1970; the fourth report of the NACEIC's Committee on more effective use of college resources (the Pilkington Committee) of which Sir Joseph Hunt became chairman in January 1967.
I	ILEA	-	Inner London Education Authority.
	ITB	-	Industrial Training Board.
J	James Report	-	Proposed the reorganisation of teacher training in three cycles, periods of general education, professional training, induction; the White Paper 1972 was based on its recommendation and subsequent debate.
	Joint Committee	-	see National certificates and diplomas.

L	LACSAB	-	Local Authorities' Condition of Service Advisory Board.
	LI, LII	-	Lecturer Grade I, Lecturer Grade II; grades established by Burnham Committee, the latter being more senior.
M	Manpower Services Commission	-	Established by the Employment and Training Act 1973 to undertake the Department of Employment's responsibilities for training and employment exchanges through two bodies, the Training Services Agency and the Employment Services Agency.
	Module/modular	-	A self-contained unit of a course which is combined with others to form a course, building-block style; a modular construction means that either a student can assemble a number of different packages or that common elements (perhaps, basic skills) required for different programmes can be taught together and slotted into the different courses.
N	NACIEC	-	see National Advisory Council on Education for Industry and Commerce.
	National Advisory Council on Education for Industry and Commerce	-	Established in 1948, its work has included the Pilkington Reports and the Haslegrave Report.
	National certificates and diplomas	-	Since the late 1920s the principal awards bodies for FE; administered by joint committees of the professional bodies for the subject, the DES and teachers' associations. Certificates are for part-time study and diplomas for full-time; ordinary level is awarded after 2 years or more study and roughly corresponds to GCE Advanced level, and higher takes a further 2 years or more and is often equivalent to a degree.
	NAYSO	-	National Association of Youth Service Officers.
	NEBSS	-	National Examination Board in Supervisory Studies.
	NFER	-	National Foundation for Education Research.
	NIAE	-	National Institute of Adult Education.
	NNEB	-	National Nursery Examination Board.
	NSAE	-	National Society for Art Education.
	NUS	-	National Union of Students.

O	ONC	-	Ordinary National Certificate (see National Certificates and Diplomas).
	OND	-	Ordinary National Diploma (see National Certificates and Diplomas).
P	Pilkington Reports	-	Common name for four reports by a committee of the NACEIC on more effective use of college resources chaired by Lord Pilkington until December 1966 and Sir Joseph Hunt from January 1967; the first with its recommendations for minimum student numbers is the best known, The size of classes and approval of further education courses (NACEIC) 1966; The use of buildings and equipment (HMSO) 1968; The use of costing and other financial techniques in technical colleges (HMSO) 1969 - also known as the Capps Report; An inquiry into the pattern and organisation of the college year (HMSO) 1970 - the Hunt Report.
	Polytechnics	-	30 polytechnics were formed after the White Paper 1966 to be comprehensive academic communities, equivalent to universities in prestige and level of work but within the LEA sector; guidance on their government was issued as Administrative Memorandum 8/67. (The term 'polytechnic' was used to refer to those colleges established in the tradition of Quintin Hogg's Regent Street Polytechnic.)
	PPITB	-	Printing and Publishing Industry Training Board.
R	RAC	-	Regional advisory council.
	Regional examining bodies	-	Associations which offer various ranges of courses at craft and technician levels, some of their own, some with national certificates and diplomas, some with City and Guilds etc. Six with varied histories : East Midland Educational Union, Union of Educational Institutions; Union of Lancashire and Cheshire Institutes; Northern Counties Technical Examinations Council; Welsh Joint Education Committee; Yorkshire Council for Further Education.
	RMC	-	Regional management centre.
	Robbins Report	-	Committee on Higher Education, chaired by Lord Robbins, appointed by the Prime Minister; report entitled Higher Education (HMSO) 1963; provided rationale for expansion of higher education in 1960s.

	RSG	-	Rate support grant.
	Russell Report	-	The report of a committee of inquiry appointed by the Secretary of State and chaired by Sir Lionel Russell, Adult Education : A Plan for Development (HMSO) 1973.
S	Sandwich courses	-	Courses with alternating periods based in colleges and in industry or commerce - often now a complete year in industry in middle of course.
	SED	-	Scottish Education Department.
	SEO	-	Society of Education Officers.
	SRC	-	Science Research Council.
	SSRC	-	Social Science Research Council.
	Statutory instrument	-	SIs are made by the Secretary of State under acts of parliament and have legal force; usually they contain detailed regulations.
T	Taylor Committee	-	Inquiry appointed by Secretary of State in 1975 to investigate governors and managers of schools.
	TEC	-	see Technician Education Council.
	Technician Education Council	-	Established by Secretary of State in March 1973 on recommendation of the Haslegrave Report, 1969, to review and administer a national system of courses for technicians; it is to devise courses and validate college-developed courses (see also Business Education Council).
	TETOC	-	Council for Technical Education and Training for Overseas Countries.
	TSA	-	see Manpower Services Commission.
U	UCCA	-	Universities Central Council on Admissions.
	UGC	-	University Grants Committee.
	ULCI	-	Union of Lancashire and Cheshire Institutes.
V	Virement	-	the transfer of funds from the purpose for which they were approved in the estimates to another. It usually refers to transfers within headings of accounts (eg. 'Books, stationery and materials' or 'Cleaning, domestic and administrative equipment') but sometimes from one heading to another.

W	WEA	-	Workers' Educational Association.
	Weaver Report	-	Report of the study of group chaired by Mr T R (later Sir Toby) Weaver on The Government of Colleges of Education (HMSO) 1966, whose recommendations formed basis of the reform of college government in the Education (No. 2) Act 1968 and Circular 7/70.
	White Paper 1956	-	Technical Education (HMSO) 1956 proposed expansion of FE, particularly advanced work, and the creation of the colleges of advanced technology.
	White Paper 1966	-	A Plan for Polytechnics and Other Colleges (HMSO) 1966, proposed the establishment of polytechnics.
	White Paper 1972	-	A Framework for Expansion (HMSO) 1972 heralded expansion of nursery education, the reorganisation of the colleges of education (see Circular 7/73), and the Diploma of Higher Education.
	WJEC	-	Welsh Joint Education Committee.
Y	YSA	-	Youth Service Association.

FURTHER READING

General

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		Easy-going guide to the local tech.
L Cantor & I F Roberts,	:	Further Education in England and Wales. (Routledge and Paul Kegan) 1969.
		Textbook to the FE system.
John Pratt, Tyrrell Burgess, Ralph Allemano, & Michael Locke,	:	Your Local Education. (Penguin), 1973.
		The operation of the education system and its local administration.
G Taylor, & J B Saunders,	:	The New Law of Education.(Butterworths). 1971. (7th edition).
		The essential legislation and administrative communications from the Education Act 1944 onwards, plus a commentary.

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Tyrrell Burgess & John Pratt,	:	Policy and Practice - The Colleges of Advanced Technology. (Allen Lane The Penguin Press). 1970.
		Government policy and its effects on the CATs.
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		The functions and problems of administrators and administration.

John Pratt, & Tyrrell Burgess, : Polytechnics : A Report.(Pitman). 1974.

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E E Robinson, : The New Polytechnics. (Penguin), 1968.

Policy for FE/HE since the 1940's leading to the proposals for the polytechnics.

Beryl F A Tipton, : Conflict and Change in a Technical College. (Hutchinson). 1973.

College organisation and staff attitudes.

E Venables, : The Young Worker at College - A Study of a Local Tech. (Faber and Faber). 1967.

Detailed investigation of a college and its functions.

Also : the Coombe Lodge Reports series; units from Open University educational administration courses; conference papers of the Association of Colleges of Further and Higher Education.

Previous Publications

Vol 8 No 1	The College and its Customers
2	College Libraries
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